



# ASSISTANCE FOR AFGHANISTAN'S ANTI-CORRUPTION AUTHORITY (4A) PROJECT

## FINAL REPORT



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# PREFACE

This is the Final Report of the three year *Assistance for Afghanistan's Anticorruption Authority (4A) Project* which the USAID Office of Democratic Governance/Kabul funded from October 2010 to November 2013. It describes the multi-faceted technical assistance provided by the project to the High Office of Anticorruption (HOAC) to strengthen its policy and planning, management, operational and IT capacities. The goal was to equip the HOAC to effectively deliver on its mandate to help other government agencies, ministries and bodies to identify and eliminate corruption risks within their administrative processes. The 4A Project also worked closely with civil society organizations, the parliament and mass media to develop the awareness, motivation and skills necessary to become effective and sustainable partners to government to combat corruption.

Afghanistan has been a challenging political and security terrain in which to work. This has required the patience, perseverance and creativity of the 4A Project's staff. MSI wishes to thank all the staff members who were associated with the execution of this project, and whose commitment, diligence and hard work made this project a success story among Afghan civil society and in Afghanistan's donor community.

Mention must be made in particular of those who stayed with the project from start to finish. MSI wishes to express its gratitude to them for their loyalty. The project's support staff in the Home Office in Washington, DC, in particular, Technical Director Dr. Bertram Spector, Senior Project Manager Tracey Brinson, and Project Managers Maria Isabel Osorio and Sean Williams, have been very supportive. Their unfailing assistance and encouragement, especially during difficult periods, proved invaluable in completing the project successfully.

The project was also lucky to have the support of a dedicated and knowledgeable USAID staff in Kabul. The MSI team would like to acknowledge the guidance and advice of its Contracting Officer's Representative (COR), James Wasserstrom, as well as the close engagement and assistance of the A/CORs, Leslie Schafer, Regina Mackenzie and Laiq Kamawi, who greatly facilitated the project's work.

And last, but not least, a special mention must also be made of the project's Chief of Party (COP), Dr. Shaukat Hassan, for ably managing and guiding the project to its successful conclusion, and the project's Senior Anticorruption Advisor, Daud Omari, for his significant commitment from the project's beginning to its end and for his contributions to the high quality of technical assistance provided by the project to its beneficiaries.

## ACRONYMS

<b>ACSSPF</b>	Afghan Civil Society Support Program Forum
<b>ADWRO</b>	Assistance to Defend Women's Rights Organization
<b>AfCAC</b>	Afghan Coalition against Corruption
<b>AIBA</b>	Afghanistan Independent Bar Association
<b>AKF</b>	Agha Khan Foundation
<b>ALBA</b>	Assistance to the Legislative Bodies of Afghanistan
<b>ANCB</b>	Afghan NGOs Coordination Bureau
<b>APAP</b>	Afghanistan Parliamentary Assistance Program
<b>APPRO</b>	Afghanistan Public Policy Research Organization
<b>ATI</b>	Access to Information
<b>ATN</b>	Ariana Radio and Television Network
<b>AUAF</b>	American University of Afghanistan
<b>BEST</b>	Basic Education and Employable Skill Training
<b>CI</b>	Counterpart International
<b>CLAO</b>	Citizens Legal Advocacy Office
<b>CPD</b>	Cooperation for Peace and Development
<b>CPI</b>	Corruption Perception Index
<b>DfID</b>	Department for International Development
<b>EITI</b>	Extractive Industries Transparency Initiative
<b>FinTRACA</b>	Financial Transactions and Reports Analysis Center of Afghanistan
<b>GIRoA</b>	Government of the Islamic Republic of Afghanistan
<b>GIZ</b>	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Organization for International Cooperation)
<b>GOPAC</b>	Global Organization of Parliamentarians against Corruption
<b>HOAC</b>	High Office of Anticorruption
<b>HOO</b>	High Office of Oversight and Anticorruption
<b>IACD</b>	UN's International Anticorruption Day
<b>IARCSC</b>	Independent Administrative Reform and Civil Service Commission
<b>ICTAWG</b>	International Community Transparency and Accountability Working Group
<b>ISAF</b>	International Security Assistance Force
<b>IWA</b>	Integrity Watch Afghanistan
<b>JICA</b>	Japan International Cooperation Agency
<b>MEC</b>	Independent Joint Anticorruption Monitoring and Evaluation Committee
<b>MoU</b>	Memorandum of Understanding
<b>MoEd</b>	Ministry of Education
<b>MoF</b>	Ministry of Finance
<b>MoI</b>	Ministry of Interior
<b>MoHE</b>	Ministry of Higher Education
<b>MoLSAMD</b>	Ministry of Labor, Social Affairs, Martyrs and the Disabled
<b>MoMM</b>	Ministry of Mines and Minerals
<b>MoPH</b>	Ministry of Public Health
<b>MoRR</b>	Ministry of Refugees and Rehabilitation

<b>MSI</b>	Management Systems International
<b>NDI</b>	National Democratic Institute
<b>NDS</b>	National Directorate of Security
<b>OSA</b>	Open Society Afghanistan
<b>PACC</b>	Parliamentary Anticorruption Caucus
<b>RTA</b>	Afghan National Radio and Television Authority
<b>RWI</b>	Revenue Watch Institute
<b>SAPAC</b>	South Asian Parliamentarians against Corruption
<b>SIGAR</b>	Special Inspector General for Afghanistan Reconstruction
<b>SURDO</b>	Solidarity of Urban Rural Development Organization
<b>TAF</b>	The Asia Foundation
<b>TI</b>	Transparency International, Berlin
<b>T-MAF</b>	Post Tokyo – Mutual Accountability Framework
<b>UNAMA</b>	United Nations Assistance Mission in Afghanistan
<b>UNDP</b>	United Nations Development Program
<b>UNODC</b>	United Nations Office on Drugs and Crime
<b>USG</b>	United States Government
<b>VCA</b>	Vulnerability to Corruption Assessment
<b>WPL</b>	Whistleblower’s Protection Legislation

# INTRODUCTION

## BACKGROUND



Located at the confluence of major power interests, Afghanistan has been wracked with wars and conflicts throughout its history. The conflicts over the last thirty five years have left Afghanistan politically fractured, economically debilitated and socially dislocated. Compounding its problems, Afghanistan has been plagued with ineffective and corrupt governance as reflected by the absence of transparency and accountability in the public sector.

This is revealed nowhere better than in the assessments of Afghan citizens themselves. In every survey conducted in the last ten years (TAF 2007, 2008, 2009, 2011; ABC, BBC and ARD 2007, 2009), the public's concerns about corruption have ranked at the very top. According to a survey by Integrity Watch Afghanistan (IWA) conducted in late 2007, Afghans paid an estimated US\$446 million in bribes; by 2009, this had increased to nearly US\$1 billion.<sup>1</sup> A 2009 USAID study reported that corruption was at an “unprecedented scope” in the country's history.<sup>2</sup> A nationwide survey conducted by the 4A Project in mid-2011 found that fully three-fourths of Afghanistan residents indicate that it is common practice to give a bribe of money or gifts to officials (75%) or to use personal contacts in order to get something done by government departments (73%).<sup>3</sup> A January 2010 report by the United Nations Office on Drugs and Crime (UNODC) found that Afghans paid out US\$2.5 billion in bribes over the course of a 12 month period, which was nearly one-quarter of the nation's GDP.<sup>4</sup> The Asia Foundation's 2011 survey finds that “the majority of Afghans think that corruption is a major problem in all facets of life and at all levels of government.”<sup>5</sup> IWA's 2012 National Corruption Survey shows that the money involved in bribes increased since 2010 by 16%. In the last five years, Afghanistan has ranked



<sup>1</sup>[http://www.iwaweb.org/corruptionsurvey2010/Main\\_findings\\_files/IWA%20National%20Corruption%20Survey%202010.pdf](http://www.iwaweb.org/corruptionsurvey2010/Main_findings_files/IWA%20National%20Corruption%20Survey%202010.pdf), p. 13

<sup>2</sup> [http://pdf.usaid.gov/pdf\\_docs/PNADO248.pdf](http://pdf.usaid.gov/pdf_docs/PNADO248.pdf)

<sup>3</sup> *Public Perceptions of Corruption and of the High Office of Oversight in Afghanistan*, Management Systems International, October 2011 (accessible on <http://dec.usaid.gov>).

<sup>4</sup> <http://www.unodc.org/documents/data-and-analysis/Afghanistan/Afghanistan-corruption-survey2010-Eng.pdf>

<sup>5</sup> *Afghanistan in 2011*, The Asia Foundation, 2011



among the bottom five in Transparency International's (TI) Corruption Perception Index (CPI).

Corruption in Afghanistan has become entrenched and extremely well-organized through patronage groups, imposing a staggering impact on the daily lives of Afghans. Afghanistan is seen to be a 'bazaar economy' where every government service is subject to illicit bargaining and payment.

Mindful of these developments, the Government of the Islamic Republic of Afghanistan (GIROA) committed itself to combating corruption, partially through Presidential Decree # 63 (June 2008) to create the High Office of Anticorruption (HOAC).<sup>6</sup> The HOAC is the highest level government body mandated to coordinate and oversee the implementation of the National Anticorruption Strategy. Based on this mandate and the additional authority delegated to it by Presidential Decree # 16 (March 2010) and Hokum # 987 (January 2011), the HOAC is tasked to register citizen complaints, conduct preliminary investigations, track financial assets of government officials, reduce opportunities for corruption, help government agencies develop their own anticorruption initiatives, and promote public education and awareness about corruption and anticorruption programs.<sup>7</sup>

## USAID'S ANTICORRUPTION COMMITMENT TO AFGHANISTAN

The launching of the **Assistance for Afghanistan's Anticorruption Authority (4A) Project** in 2010 was part of the US Government's (USG) strong commitment to support the Government of Afghanistan's anticorruption efforts. This commitment was reinforced by Secretary of State Hillary Clinton's statements in numerous international meetings confirming USG's continued interest in, and support for, GIROA's efforts to combat corruption effectively.

At the July 2012 Tokyo Conference on Afghanistan, US Secretary of State Hillary Clinton stressed the need for reform to safeguard changes achieved in Afghanistan, and declared:

*"I welcome the clear vision presented by President Karzai and the Afghan Government today for unlocking Afghanistan's economic potential by achieving a stable democratic future. That must include fighting corruption, improving governance, strengthening the rule of law, increasing access to economic opportunity for all Afghans, especially for women."*<sup>8</sup>

Afghan President Hamid Karzai in his opening remarks at the Tokyo conference also pledged to *"fight corruption with strong resolve."*<sup>9</sup>

Perhaps more importantly, in May 2012, US President Barack Obama and Afghan President Karzai signed a ten year United States-Afghanistan Strategic Partnership Agreement<sup>10</sup> in which

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<sup>6</sup> Formerly, the office was known as the High Office of Oversight and Anticorruption (HOO).

<sup>7</sup> The HOAC Law, July 2008

<sup>8</sup> <http://www.cfr.org/afghanistan/clintons-remarks-tokyo-conference-afghanistan-july-2012/p28671>

<sup>9</sup> <http://www.bbc.co.uk/news/world-asia-18758148>

<sup>10</sup> <http://www.whitehouse.gov/sites/default/files/2012.06.01u.s.-afghanistanspassignedtext.pdf>

both countries underscored the crucial importance of combating corruption for Afghanistan's future:

- a. The Parties shall fight decisively against all forms of corruption.*
- b. The Parties shall devise mechanisms to enhance aid effectiveness and avoid corruption through improved procurement practices, transparency, and accountability.*
- c. Afghanistan shall strengthen its anticorruption institutions, and revise and enforce its laws, as necessary, in accordance with its national and international obligations.*
- d. Afghanistan further shall safeguard and enhance the Afghan financial system by implementing recommendations from the Financial Action Task Force Asia Pacific Group (FATFAPG) regarding anti-money laundering and combating terrorist financing.*

The US Government sought to support Afghanistan's efforts to mitigate corruption not only by assisting them with reforms within government, but also by encouraging the awareness of non-state actors to corruption risks and promoting their active engagement in efforts to eliminate them.

On 29 September 2010, the United States Agency for International Development (USAID) awarded Contract No. DFD-I-00-08-00072-00 to Management Systems International (MSI) to implement the **Assistance for Afghanistan's Anticorruption Authority (4A) Project**. This three-year project was intended primarily to support the HOAC by building its capacity to assist Afghan government ministries, agencies and departments to establish accountability, transparency and integrity within their systems. The project had an initial obligation for one year with two option years. Both option years were exercised. On 26 June 2013, USAID approved a one and a half month no-cost extension of the 4A Project, further extending it to 15 November 2013.

The contract between the USAID and MSI was followed by the signing of a Memorandum of Understanding (MoU) between the Director General of the HOAC and the President of MSI on 29 May 2011. The 4A Project's objectives were set as follows:

1. Assist the HOAC to develop and implement effective planning for institutional development and sustainability and to model transparency and accountability in its procedures;
2. Assist the HOAC to carry out responsibilities in its priority areas (including asset registration and verification; complaints management and case tracking; and coordination, monitoring and reporting);
3. Assist the HOAC to successfully publicize its work, promote improved public perception of the Afghan government's anticorruption efforts, and engage stakeholders from Afghan civil society and the private sector in formulating and assisting anticorruption efforts.



*MoU between MSI and HOAC signed by MSI President Larry Cooley and HOAC DG Dr. Azizullah Lodin*

#### **HOAC's obligations under the MoU:**

- Coordinate and cooperate with 4A on planned activities.
- Jointly assess progress, plan future activities and adjust work plan.
- Promote participation of HOAC staff in 4A project activities.
- Recommend future activities for 4A to initiate.
- Implement new anticorruption approaches suggested by 4A to enhance performance.
- Provide workplace for 4A project staff.

#### **4A's obligations under the MoU:**

- Coordinate with HOAC to ensure the project focuses on HOAC's critical needs and priorities.
- Jointly assess progress, plan future activities, and adjust work plan.
- Use participative and interactive approaches in 4A activities to reflect HOAC needs.
- Implement new anticorruption approaches.
- Provide anticorruption training to HOAC employees.
- Document 4A activities to leave a legacy of materials for use by HOAC staff.

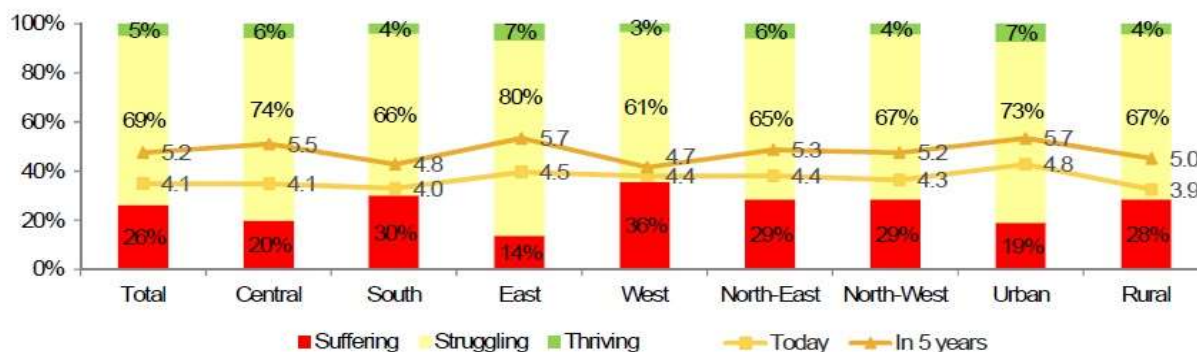
## **MEASURING THE ATTITUDES OF AFGHAN CITIZENS**

4A commissioned an Afghanistan anticorruption survey in July 2011, conducted in association with our subcontractor, Gallup International, to get a better handle on the corruption climate in the country and to assess the public's perceptions of the HOAC's efficacy.<sup>11</sup> Based on these findings, we hoped to be able to focus our work plan on strengthening those functions of the HOAC that the public used or really cared about. The survey results obtained were based on in-person interviews conducted with a representative sample of 3,500 Afghan residents across 34 provinces. An important contextual question asked was on well-being, which was defined by how individuals felt about their lives then, and in the future, on a 10 point scale where 0 meant

<sup>11</sup> *Public Perceptions of Corruption and of the High Office of Oversight in Afghanistan*, Management Systems International, October 2011 (accessible on <http://dec.usaid.gov>).

they were living the worst possible life and 10 meant the best possible life. Well-being was then classified into three categories: thriving, struggling and suffering. Using this scale, the survey found that just 5% of Afghans were thriving, 69% were struggling and 26% were suffering.

On which step of the ladder would you say you personally feel you stand at this time, assuming that the higher the step, the better you feel about your life, and the lower the step the worse you feel about it? Just your best guess, on which step do you think you will stand in the future, say about five years from now?



The survey also revealed that Afghan residents had low confidence in institutions, with only one-third having confidence in the national government (33%), and even less confidence in formal judicial systems including the court system (24%) and prosecutors or the Attorney General (22%). Across the country, confidence was far higher (71%) in the informal tribal justice system of *shuras* (consultative body) and *jirgas* (assembly/council of elders). This was an important eye-opener for the project.

Some other key findings from the survey include:

- Only 25% of the public have general confidence in the HOAC, much lower than confidence in tribal leaders, the police and the national government, but a little higher than the formal rule of law institutions.
- 44% say they would trust the High Office to provide a fair review of complaints about government corruption. But public trust is much higher in religious leaders and local *shuras* and *jirgas* to resolve corruption complaints.
- Awareness of the High Office is at high levels across Afghanistan (72%), though awareness does not always equate with a clear understanding of the HOO's mandate (62%) or perceived effectiveness (56% or less). The HOAC is viewed as most effective in educating the public and monitoring government finances and least effective in investigating complaints.
- Afghans are hungry for more information about anticorruption activities, particularly details about current investigations, and how to defend their rights and register complaints.

**72%** of Afghans report they are aware of HOAC and its activities, but **56%** or fewer see the HOAC as effective (in 2011)



The following recommendations were drawn from these survey results:

- The High Office needs to disseminate more information about its mission and its achievements in order to boost understanding and trust with the public, and increase complaints registered directly with the HOAC.
- Communication regarding all aspects of anticorruption efforts is desired by the population. Messaging regarding how to file a complaint and the status of current investigations is likely to be well received.
- Confidence in all aspects of the judicial process is somewhat low. Communications that reinforce commitment, effectiveness, and success stories may be effective in reversing current perceptions.
- Past experiences with corruption complaints drive future intentions to report. Therefore, emphasizing examples of how claims have been handled safely and effectively can help to build positive reporting momentum.
- Along this same line, if HOAC attempts to resolve appropriate complaints through *administrative means* (that is, not referring the case to the Attorney General, but seeking to resolve it by approaching the heads of the accused government agency to change its procedures of interacting with citizens) might help to instill greater confidence and perceptions of effectiveness in the HOAC.
- Efforts to curb retaliation for filing complaints should be increased. If left unchecked, it can severely limit the public's willingness to file complaints in the future.
- Television is an effective means for HOAC to communicate in urban areas, but radio should be used as the primary communications medium in rural areas.
- Citizens would rather register their complaints with the HOAC in person.
- HOO branch offices are likely to be an effective alternative to reporting to the police. Furthermore, creating partnerships with local jirgas and shuras is likely to enhance both visibility and trust for the HOO.

As a result, the following practical actions were incorporated into 4A's work plan as next steps:

- The HOAC's communication strategy should be updated to enhance citizen trust in the Office and increase the number of complaints that citizens register with the office.
- Pilot HOAC branch offices should be established, in coordination with appropriate training, in several provinces in close coordination with local shuras or jirgas.
- HOAC procedures to yield timely follow-up for complainants should be re-emphasized.
- Pilot testing of new techniques should be conducted that seek administrative resolution of citizen complaints before passing these cases to the judicial system.
- Success stories of effective resolution of citizen complaints should be added to the HOAC website.

## **BROADENING THE PROJECT'S FOCUS IN YEARS 2 AND 3**

For the first two years, the principal focus of the project was to provide support to the HOAC directly. Based in part on the survey results, 4A's work plan began to change in Year 2. While still providing support to the HOAC to strengthen its staff's skills and institutional procedures,

focus would turn to providing technical assistance to its Human Resources directorate and its Corruption Prevention directorate, as well as implementing an on-line asset registration capacity.

What was new in the second and third years was a ramped-up collaboration with non-state actors – civil society organizations, parliamentarians and the mass media. Activities included provincial outreach to build awareness, technical assistance and training to build capacity, and directed grant support to convert ideas into action, all with the objective of empowering these entities to be more effective instruments of change from the bottom up and to provide them with improved skills to interface with the HOAC and other government agencies of accountability.

# RESULTS AND LEGACY OF THE 4A PROJECT

The 4A Project has provided much needed capacity building to the HOAC that has fostered a commitment by HOAC technical staff to carry out their responsibilities in a challenging operating environment. This was done largely through active engagement with the HOAC staff, joint assessments of their needs, targeted training to build their skill base in important thematic areas of activity, equipping them with all the essential tools - such as policies, standard operating procedures, software and hardware, and continual mentoring and monitoring.

The 4A Project also succeeded in promoting the public's awareness of the nature and extent of corruption in the country, and in extending the ownership of anticorruption efforts to non-governmental actors such as civil society organizations, parliament, academia and the mass media. Towards the end of the project, 4A worked with Afghan partners to take these efforts to several provinces, where there was much enthusiasm and promise for the future.

In this section of the report, we highlight the major 4A inputs and activities accomplished, with critical focus on the outcomes, results and legacy of these initiatives.

## BUILDING UP THE CAPACITY OF THE HIGH OFFICE

### STRATEGIC PLANNING AND POLICY

4A assisted the HOAC to produce a new three year Anticorruption Strategic Plan that was quickly approved in December 2010. 4A also commissioned a Human Resources Assessment, including an implementation plan. It was an important initial exercise that contained recommendations to strengthen the organizational structure, the human resources profile and a training plan to build up the required skill levels of the HOAC staff, most of which were implemented during the course of the project. Some illustrative examples of specific achievements for this directorate include:

- Assessment of each priority function performed by the HOAC, laying out goals, challenges, needs and activities
- Development of short-term action plans indicating tasks that need to be coordinated across departments
- Completion of a needs assessment for the directorate
- Completion of many workshops for the HOAC and its clients, including:
  - a three-day workshop on “Business Process Management within Anticorruption Framework Awareness”
  - a six-week workshop on “Monitoring and Evaluation”

*“The leadership of the High Office of Anticorruption appreciates MSI... for its efforts and support in providing the... [monitoring and evaluation] training... This course has been effective and efficient in terms of audit, planning and case tracking...”*

Mohammad Rafi Amini  
Strategy and Planning Director,  
HOAC

- a training workshop on “How to Implement the HOAC’s Strategic Plan”
- a workshop for senior government officials on “Anticorruption Programs and Lessons Learned”
- Establishing an Anticorruption Unit (ACU) within the Ministry of Public Health.



*Certificate distribution to participants in the workshop on “Techniques in the Development of Anticorruption Action Plans in Ministries and Departments” by MSI President Larry Cooley.*

## **ASSET REGISTRATION AND VERIFICATION**

One of the HOAC’s principal mandates is to have all government employees in grade 2 and above register their assets on an annual basis, and an estimated 73 of the most senior government officials including the president, the vice presidents, cabinet ministers, the Chief Justice of the Supreme Court, and the Attorney General register their assets when entering and leaving office. HOAC is then required to verify some of these asset declarations. The 4A Project team offered significant technical assistance to the HOAC to upgrade their performance regarding this mandate, including the following:

- Developing the presentation for government-wide workshops on how to complete the asset registration requirement in line with government regulations
- Hiring two consultants to conduct asset registration workshops across all ministries and major departments in Kabul
- Revising and printing new asset registration forms.

**54** workshops conducted at ministries to instruct on how to complete asset registrations and more than **5000** declarations registered over three years.

With 4A’s help, the HOAC conducted asset registration workshops in all 54 government ministries, agencies and departments located in the capital to explain the requirement and provide practical guidance on completing the asset registration form. Over 5,000 government employees have declared their assets to date, according to the HOAC. These workshops are continuing now in the provinces of Afghanistan.





*Constitution of Afghanistan (January 2004), Art. 154:*

*“The wealth of the President, Vice Presidents, Ministers, members of the Supreme Court as well as the Attorney General shall be registered, reviewed and published prior to and after their term of office by an organ established by law.”*

*Presidential Decree #45 (June 2012):*

*7th–The High Office of Anticorruption and Anticorruption is Ordered to...*

*2. Within six months, private institutions’ and government official’s suspicious wealth should be assessed and the report of their findings sent to the office of the president of the Islamic Republic of Afghanistan every two months.*

*HOAC Law (June 2008), Art. 12:*

*(1)The High Office for Monitoring shall register, assess and disclose the asset of the officials mentioned in Article 154 of the Afghanistan Constitution.*

*(2)The High Office for Monitoring, on annual basis, is obliged to register, assess and if needed disclose the assets of the National Assembly, provincial and district councils members, deputy ministers, heads of departments and independent commissions, ambassadors, governors, mayors and their deputies, judges, officers of the Interior and Defense ministries, district heads, prosecutors, staff working in second grade and higher and employees who work in finance, accounting and procurement sections, prior to occupation of their positions.*

*HOAC Law, Art. 11: Cooperation of Offices*

*“The offices are obliged to cooperate in the following areas with the High Office for Monitoring in order to achieve the objectives stipulated in this law....”*

Furthermore, to facilitate registration of assets of officials serving overseas and in remote locations, 4A developed DVDs in Dari and Pashto with the same instructional material as presented at the in-person workshops. In addition, 4A produced and implemented an online asset registration facility, together with a list of frequently asked questions (FAQ), which is now accessible on the HOAC’s website.

The asset verification process is not as easily accomplished as the asset registration process because of the political nature of verification. As in most countries and based on Afghan law only a sample of asset declarations need to be verified. The 4A Project helped by bringing to

Kabul an international expert in asset registration and verification to examine the existing Afghan situation, provide training and consultations on best practices, and develop an action plan. 4A also initiated closer cooperation between the HOAC and the Financial Transactions and Reports Analysis Center of Afghanistan (FinTRACA) to promote active bank account verification and organize training of HOAC's asset verification staff by FinTRACA on the use of encryption-decryption software.



Pilot verification methods were tested, including the checking of bank records and immovable property. However, general lack of access and absence of adequate databases on financial and property records hampered the verification process. To overcome this barrier, 4A assisted the HOAC to draft Memoranda of Understanding (MOU) with those government ministries and agencies that are directly implicated in the asset verification process.

In addition, 4A has developed and provided the HOAC other important tools to support its asset registration and verification work:

- An asset publication policy
- An asset verification manual for use by verification officers
- An asset declaration brochure
- A draft of a non-disclosure agreement to prevent misuse of asset related information.



## MoUs WITH GOVERNMENT BODIES

While Article 11 of the HOAC Law (July 2008) obliges Government offices to extend their cooperation to the HOAC so that it can discharge its mandate, the HOAC decided to strengthen its relationship by formulating memoranda of understanding (MOU) with each. 4A supported the drafting of the MOUs.

**39** major anticorruption measures implemented by the government over 3 years

Twelve MoUs were drafted for the HOAC:

1. Independent Election Commission (IEC)
2. Independent Administrative Reform and Civil Service Commission (IARCSC)
3. Quintuplet MoU between HOAC and 4 other government agencies: Ministry of Interior, National Department of Security, Supreme Court, Office of the Attorney General
4. Ministry of Interior
5. Ministry of Foreign Affairs
6. National Department of Security (NDS)
7. The Supreme Court
8. Office of the Attorney General
9. Ministry of Justice
10. Ministry of Finance
11. Ministry of Agriculture
12. Kabul Municipality

## COMPLAINTS MANAGEMENT AND CASE TRACKING

**Improving skills and procedures at HOAC.** Another important task for the 4A Project was to help the HOAC strengthen its capacity to receive complaints about corruption from the public, especially in the service delivery area, and to act on them expeditiously, as well as track their progress. 4A provided guidance on transforming the complaints management and case tracking directorate into an efficient body, fully capable of responding to citizens' needs. The changes effected by 4A included the following:

- A basic needs assessment was conducted to identify the nature of the challenge
- Based on the assessment, a list of training needs was prioritized
- A series of capacity building training workshops were conducted for directorate personnel by Afghan and international experts, including:
  - communication skills and techniques
  - interviewing techniques for staff receiving citizen complaints
  - the best ways to assess corruption abuses
  - international best practices for complaints management.
- On-the-job training and coaching was provided to improve procedural efficiency in line with international best practices
- Several dysfunctional case tracking systems were merged to boost efficiency.



**د افغانستان اسلامي جمهوریت**  
**جمهوری اسلامی افغانستان**  
**اماره عاليه مبارزه عليه فساد ادارې**  
**High Office of Anti-Corruption**  
**رياست اخذ اطلاعات و شکايات**



به اساس صراحت حکم ماده سوم قانون نظارت بر تشييع سترگي فساد اداري و کتابت اصلي ذيل توسط مؤلفين ادارت دولتي و با منسوبيين ساير مراجع مندرج ماده (7) قانون فوق فساد اداري شمرده شده از طرف اداره عالي نظارت مورد رسيدگي قرار ميگيرد:

- 1- رشوت، 2- اختلاس، 3- سرزقت اسناد، 4- تلاف عسير مجاز اوراق و اسناد رسمي،
- 5- تجاوز از حدود صلاحيت قانوني، 6- سوء استفاده از موقف وظيفي، 7- ممانعت يا اختلال روند تشييع عدالت، 8- استفاده از امکانات دولتي و اوقات رسمي در امور شخصي، 9- استنفاع و استکباب از وظيفه بدون عذر قانوني، 10- گشمان حقيقت، 11- افزايش عسير قانوني داري،
- 12- تجاوز اسناد، 13- قتل و قتل وظيفه (و نمود سلطنت صلاحيت اجرا با استنفاع اموري که شخص به آن موظف نيست)، 14- لست هر نوع تنه به منظور اجرا با استنفاع از کسار در امور مربوط،
- 15- تملک در ايراي وظيفه محوله، 16- عدم رعايت قواعد سلوکی اداره مربوط، 17- تخيل سلطنت ملاحظات فرمي، منظوري، مذهبي، حزبي، جنسيتي و شخصي در اجرائ امور محوله و
- 18- اجسرا و يا استنفاع ساير اصول مندرج قانون سترگي مبارزه عليه فساد اداري.

شکايي ميتواند در صورت نلغي يکي از موارد فوق توسط کارمندان دولتي و غير دولتي (موسسات) با استفاده از راهکار هاي ذيل شکايت خود را به اداره عالي نظارت درج نمايد:



**1- پيشکش کتبي (عريضه مستقيم):**  
شکايت کننده با در نظر گرفتن نکات ذيل شکايت خود را به اداره عالي نظارت تسليم نمايد:  
**الف -** شکايت تحرير بوده و عتري مدام اداره عالي مبارزه عليه فساد اداري فرجه گردد و امضا و يا نشان شخصت را با خود داشته باشد.  
**ب -** محتوای شکايت بايد در برگيرنده نلغي يکي از موارد فساد اداري پيشيني شده قانون اداره عالي مبارزه عليه فساد اداري که فرقا از آن اشاره شده بود باشد.  
**ج -** شکايي بايد بر آبي ثابت شده، صحت و سقم شکايت خود اسناد موق را در ريله فرجه نمايد.



**2- صندوق شکايت:**  
به منظور ايجاد سيولت براي هموطنان مدني در ايريه اطلاعات و شکايت موارد اصلي فساد اداري مؤلفين خدمات عامه صندوقهاي شکايت را در تمام وزارت خانه ها و ادارات مستقل دولتي نصب نموده تا شهروندان بتوانند مشکلات جدی خویش را با اطلاع از طريق آن به سمع اداره عالي مبارزه عليه فساد اداري برسانند که مورد ذيل در زمينه قابل رعايت ميباشد:  
**الف -** اطلاع بايد موق و دقيق باشد.  
**ب -** اطلاع دهنده بايد شهرت و ادرس دقيق داشته باشد.



**3- مرکز مکالمات تلفوني:**  
اداره عالي مبارزه عليه فساد اداري بخاطر سول بودن پروسه ايريه شکايت نامي شهروندان کشور مربوط به کتابت فساد اداري، مرکزي را ايجاد نموده که هموطنان عزيز ميتوانند با تماس به شماره هاي (177)، (0705242425 + 0705242425) و (0705242426) شکايت خود را در اوقات رسمي به اين اداره همه روزه از ساعت 8 صبح تا 5 بعد از ظهر ثبت نمايند.  
شکايت کننده بايد مورد ذيل را مراعت نمايد:  
**الف:** حين تماس با کارمندان پشت مربوطه موضوع شکايت خود را مفصل ايريه نمايد.  
**ب:** بعد از تماس در صورت امکان در مورد موضوع اسناد ايريه نمايد.  
**ج:** شهرت مکيل، شماره تماس، محل سکونت و غيره معلومات ضروري را ايريه نمايد.



**4- اينترنت:**  
يکي از راهکار هاي ديگر بخاطر سول بودن پروسه ايريه اطلاعات و شکايت هموطنان به اين اداره فرستادن شکايت است داشته از طريق ايميل به ادرس (hotline@anti-corruption.gov.af) ميباشد که کارمندان موظف در اين بخش همه روزه شکايت را در حالت نموده جهت پروسه به مراجع مربوط ايريه مي نمايند.

نامي اتباع کشور ميتواند در صورت برخورد با نلغي يکي از موارد کتابت اصلي فساد اداري با استفاده يکي از راهکار هاي فوق الفکر اداره عالي مبارزه عليه فساد اداري را کمک نمايند تا بتوانيم با تدريک مساعي اين پايده مهنگ را که نظام اداري کشور را متاثر ساخته محو نمود و در امر مبارزه با آن فاي يابيم.

 **افغانستان**



**Improving procedures to register complaints.** 4A addressed the needs on the demand-side as well. The Afghan public needs to have the opportunity to share their experiences about corrupt transactions with government offices and service delivery agents, while demanding better service. 4A worked with the HOAC to:

- develop and upload a webpage to the HOAC website on how to register complaints through the telephone hotline, complaint boxes, by email and in person
- develop and upload on-line complaint forms to the HOAC website
- design and distribute complaint cards, brochures and posters to encourage and educate the public on how to report corruption
- re-design and install new and secure complaint boxes in government offices to allow public servants and citizens to lodge their complaints about improprieties in their offices safely
- draft whistleblower's protection legislation to encourage public servants to come forward with their own experiences of corruption within the government.







*A secure complaint box installed in a ministry by 4A logistics staff Ghulam Hussain*

## اداره عالی مبارزه علیه فساد اداری


## ریاست اخذ اطلاعات و شکایات

(۱) اشخاصی که درکشف فضایای فساد اداری باحتمن نیت به حیث اطلاع دهنده یا در جریان تحقیق و محاکمه به حیث شاهد همکاری یا اسناد و مدارک موجه اثبات را ارائه نموده باشند، از هر نوع فشار و تهدید و رفتار غیر موجه مصون بوده، حسب احوال برای اطلاع دهنده مکافات اعطاء می گردد.

(۲) افشای هویت اطلاع دهنده، شاهد، اهل غیره و ارائه کننده اسناد و مدارک بدون رضایت آن ها ممنوع می باشد.

ماده چهاردهم قانون اداره عالی مبارزه علیه فساد اداری



مأموران ملز میباشند که به شماره های تماس ۰۰-۰۰-۰۰۰۰۰۰۰۰، ۰۰-۰۰-۰۰۰۰۰۰۰۰، ۰۰-۰۰-۰۰۰۰۰۰۰۰ و شماره انحصاری ۱۱۹۹ این اداره را در راستای جمع آوری اسناد، مدارک و شواهد و بازرسی و تحقیقات، خصوصاً نسبت به شکایات، جهت تحویل و ارسال مدارک و شواهد به دایره مربوطه و یا به مراجع ذیصلاح اعلام نمایند. این امر به هیچ وجه نباید به عنوان تهدید یا ترس تلقی گردد.



**Islamic Republic of Afghanistan**  
**High Office of Oversight and anti-corruption**  
**Complaints Management Department**



**Dear Compatriots:**  
 If you face with any type of Administrative corruption such as delaying the execution of assigned duties, bribery and misusing of duty power and etc, please contact with us through the following telephone numbers

Private number: **177**, others numbers in official times:  
**(0705242426)(0705242425)(0705242424)**

**Address: Badam Bagh Road, Opposite to Baghi Rais**  
**Email: [hotline@anti-corruption.gov.af](mailto:hotline@anti-corruption.gov.af)**  
**Website: [anti-corruption.gov.af](http://anti-corruption.gov.af)**





**د افغانستان اسلامي جمهوریت**  
**د اداري فساد سره د مبارزې عالي اداره**  
**د اطلاعاتو او شکایتونو د اخیستو ریاست**



**ګرانو هیوادوالو:**  
 د اداري فساد د هرډول لکه په دنده کې تعلل، بډې، د وظیفوي موقف څخه د ناوړه ګټه اخیستنې او داسې نورو بیلګو په لیدو سره د لاندې شمیرې سره اړیکه ونیسئ.

**ځانګړې شمیرې (۱۷۷)، په رسمي وختونو کې د اړیکو شمیرې**  
**(0705242426)(0705242425)(0705242424)**



**د بډام باغ سړک د رئیس بن ته مخامخ**  
**د برېښنالیک پته: [hotline@anti-corruption.gov.af](mailto:hotline@anti-corruption.gov.af)**  
**وېب سایټ: [anti-corruption.gov.af](http://anti-corruption.gov.af)**

**د مرکزي دفتر پته:**  
**د برېښنالیک پته: [hotline@anti-corruption.gov.af](mailto:hotline@anti-corruption.gov.af)**  
**وېب سایټ: [anti-corruption.gov.af](http://anti-corruption.gov.af)**

## DIRECTORATE OF HUMAN RESOURCES

An early 4A activity involved assessing HOAC's capacity gaps and needs in the directorate of Human Resources; this assessment proved to be a very critical input for future planning. 4A assigned a dedicated staff member to be resident at the HOAC offices whose job was to implement the recommendations contained in that assessment to strengthen the HOAC's institutional capacity. His work involved drafting new policies, revising existing policies, developing guidelines and standard operation procedures, revising the job descriptions of every position in the HOAC's *tashkil* (staffing), conducting training in HR related activities, and other tasks requested by HOAC officials.

**24** institutional development tools designed and implemented by the HOAC with 4A support over 3 years

Among the policy documents drafted or revised by the 4A Project were:

- Tobacco, Alcohol and Drug Free Workplace Policy (new)
- Harassment and Violence Free Workplace Policy (new)
- Attendance and Leave Management Policy, including three attachments - the Leave Request Slip, the Leave Request Form and a Leave Summary Information Database (new)
- Recruitment and Selection Policy (revised), with HR Forms annexed to it (new)
- ID Card Distribution Policy (new) and re-designed Employee ID Card
- Vehicle Management and Usage Policy (new)
- Guideline on Employee Performance Appraisal (new)

Among other tasks that 4A delivered were:

- Standard Operating Procedure for Employee Performance Appraisal
- Standard Operating Procedure for Capacity Building
- Standard Contract Template
- Job analysis workshops for personnel in every HOAC directorate
- Excel database of books held by the HOAC Library
- Guideline on how to update the database on books checked out and returned.

**506** terms of reference for HOAC staff positions revised

Perhaps the most important human resources (HR) task completed by the 4A project was a revision of the Terms of Reference (ToR) for all staff positions at the HOAC headquarters in Kabul and in the five provincial offices of the HOAC. These new job descriptions accurately reflect for the first time the actual work being done by the staff.



*Job analysis workshop at the HOAC*



## CORRUPTION PREVENTION DIRECTORATE

The Corruption Prevention directorate, whose task it is to conduct “vulnerability to corruption assessments” (VCA) in government offices, turned to the 4A Project to train its staff to conduct these assessments. An international consultant with expertise in conducting VCAs in Eastern Europe was recruited by 4A to conduct the training. The entire twenty-one member staff of the directorate underwent this week-long workshop.

Comments received from the participants in the workshop point to its success.

*“Such workshops are really useful and increase the level of participant’s information.”*

*“We would like to attend more workshops like this in future.”*

*“Organizing such workshops can increase the capacity of public civil servants in the fight against corruption.”*



*VCA Workshop, September 2012*

Following the development of VCA skills, the VCA Section of the Corruption Prevention Directorate conducted and completed assessments and redesigned select business processes in a number of ministries:

- Ministry of Education: business processes for Educational Document Verification and 12 Grade Certificate Issuance were redesigned. The HOAC printed 54 banners for this redesigned process, informing the public of the revised steps and new procedures for better public service delivery;
- Ministry of Public Health: the license issuance procedure for the Private Medical Store, Clinic and Hospital was redesigned;

**4098**

government  
officials received  
anticorruption  
training over 3  
years



- Ministry of Agriculture, Irrigation Livestock: the procedure for leasing of government land for business purposes and for agricultural purposes was revised;
- Ministry of Labor, Social Affairs, Martyrs and Disabled: the procedure for land distribution to refugees was redesigned.

At the time this Final Report was being drafted, the Corruption Prevention directorate was planning to review the following procedures because of public complaints received by the HOAC:

- Ministry of Energy and Water: the procedure to distribute electricity meters to public residencies and businesses
- Ministry of Justice: the procedure to issue licenses to legal service providers/companies
- Ministry of Transportation: the procedure to issue licenses to transportation services companies
- Ministry of Public Health: the procedures involving laboratory licensing and monitoring, and penalizing Medical Stores for wrongdoing.

*We are grateful to USAID, and we give our special thanks to you and your project team members for the tremendous assistance and cooperation we received in the areas of case tracking, complaints management, corruption prevention, planning and policy, assets registration and verification, and human resources management.*

*-- Abdul Razaq Zalali, Deputy Director of Finance and Administration, HOAC, 4 November 2013*

## EMPOWERING NON-STATE PARTNERS

The 4A Project registered its greatest successes and its greatest satisfaction working with non-state partners – civil society organizations (CSOs), parliamentarians, and the mass media – who were enthusiastic, proactive and dedicated to the fight against corruption. These groups represented many constituencies and stakeholders in the country, and were eager to participate. 4A’s strategy of engagement included educating the public about corruption and about their rights as citizens, creating a sense of ownership and of the importance of bottom-up action against corruption, empowering citizens to unite in coalitions and initiate unilateral and collective remedial actions, strengthening external oversight of government agencies, and advocating to keep the fight against corruption high on the government’s agenda and on people’s minds.

**46** major anticorruption initiatives were implemented jointly by government, CSOs, media and the private sector over 3 years

## INCENTIVIZING CIVIL SOCIETY

The 4A Project worked with eight civil society organizations during the three years through competitively awarded grant projects. The activities of the first two years were primarily focused on raising awareness and educating the public about corruption and its harmful effects on society and government. This included examining the cumbersome procedures to obtain the national identification card, a passport or a driving permit, as well as the procedures to renew trade licenses. The methodologies used included desk research, interviews, focus group discussions, town hall meetings and training workshops.

These CSO projects pinpointed the corruption risks and made recommendations on how to simplify and streamline each procedure. Their findings and recommendations were disseminated widely through various media, especially through the radio. The Afghan public learned for the first time that no ‘facilitation’ payment was required to obtain any of these documents, and what they must do if payment besides the application fee was demanded.



## DISSEMINATING THE ANTICORRUPTION MESSAGE

Spreading anticorruption messages as widely as possible was a big part of 4A's strategy, and in all instances, attempts were made to recruit the heads of local *shuras* and *jirgas* and other community leaders to disseminate the messages directly. Various communication channels were used, including discussions with faculty and students on campuses; public debates; magazine

articles; essay writing competitions; anticorruption cartoon competitions; dramas; radio dialogue; TV discussion forums; broadcast of videotaped experiences with corruption; public service announcements; anticorruption quiz competitions; public processions with anticorruption placards and megaphone messages; posters in public places such as bazaars, cinema halls, campuses and mosques; distribution of brochures, mugs and backpacks carrying anticorruption messages; press conferences; press releases; joint public statements; and through sports events (volleyball and soccer). These anticorruption awareness campaigns reached thousands of Afghans over the three year project.



*Anticorruption debate between students*



*Anticorruption debate between students*





*Anticorruption awareness session for the public*



*Discussion on corruption among faculty members of various universities*



*Discussion on corruption among faculty members of Jalalabad University*



*Anticorruption Essay Writing Competition among boys*





*Anticorruption Essay Writing Competition among girls*



*Anticorruption Workshop in Jalalabad*



*Anticorruption Awareness Workshop at a Girls School*







*Volleyball match at Sorya Girl's High School, Kabul between two girl's schools following a discussion on corruption between the two schools.*



## AFGHAN COALITION AGAINST CORRUPTION (AfCAC)

To integrate, consolidate and sustain the project’s anticorruption initiatives and to ensure that it was locally owned, 4A promoted the establishment of a CSO coalition against corruption in Afghanistan. 4A worked with its partner, the Afghan NGOs’ Coordination Bureau (ANCB), to invite over 350 civil society organizations from all across the country to Kabul to discuss the idea of forming an anticorruption coalition. The proposal was approved unanimously, and thus the Afghan Coalition Against Corruption (AfCAC) was born. In October 2013, it was registered with the Ministry of Economy and has 66 member organizations who have signed MoUs with it and 11 more who are in process. Media representatives, academics, parliamentarians, members of the *ulema* and the current governor of Herat province have become individual members, making it more than just a CSO coalition. It has a secretariat with a resource facility that attracts members of the public who are interested in conducting research on corruption-related issues, as well as a growing library that has been visited by over 7,700 people since its opening just a year ago.

With its declared mission to be a “*strong, committed and coordinated coalition of all non-state actors advocating democratic governance, accountability and transparency in all spheres of governmental and non-governmental activity*,” AfCAC’s active leadership and public engagements have made it “the citizens’ voice” for urgent improvement in governance, even after only 12 months of activity. Government ministries, including the High Office of Oversight, are now reaching out to AfCAC for collaboration and joint action. AfCAC is increasingly



perceived by the donor community as the ‘go to’ organization, and implementing partners are readily seeking out AfCAC for advice and collaborative effort.



*AfCAC's Meeting with Senior Minister, Hedayat Amin Arsala*



*AfCAC's Meeting with Chief Justice, Abdul Salam Azimi*

### Organizational Members of AfCAC (as of October 2013)

Afghan Amputee Bicyclists for Rehabilitation and Development (AABRAR)	Capacity & Abilities Building, Agriculture and Rural Development Organization (CAARDO)
Afghan Citizens' Society (ACS)	Central Afghanistan Welfare Committee (CAWC)
Afghan Community Organization (ACDO)	Cooperation Center for Afghanistan (CCA)
Afghan Community Rehabilitation Unit (ACRU)	Co-operation for Peace and Unity (CPAU)
Afghan Construction & Logistic Unit (ACLU)	Cooperation of Organizing Relief and Education (CORE)
Afghan Development and Vocational Training Program (ADVTP)	Coordination of Afghan Relief (CoAR)
Afghan Development Association (ADA)	Education Rights advocacy Organization (ERAO)
Afghan General Help Coordination Office (AGHCO)	Educational Training Center for Poor Women & Girls of Afghanistan (ECW)
Afghan Health & Development Services (AHDS)	Engineering Services for Afghanistan Reconstruction (ESAR)
Afghan Institute of Learning (AIL)	Fararon Afghan Rehabilitation and Development for Afghanistan (FARDA)
Afghan Mobile Reconstruction Association (AMRA)	Ghazni Rural Support Program (GRSP)
Afghan NGOs Coordination Bureau (ANCB)	Health & Development Center for Afghan Women (HDCAW)
Afghan People Social Services Organization (APSSO)	Helping Afghan Farmers Organization (HAFO)
Afghan Planning Agency (APA)	HEWAD Reconstruction, Health & Humanitarian Assistance Committee
Afghan Public Welfare Organization (APWO)	Kabul Orthopedic Organization (KOO)
Afghan Women Association for Rehabilitation and Development (AWARD)	Khateez Organization for Rehabilitation (KOR)
Afghan Women Network (AWN)	Legal and Cultural Services, for Afghan Women and Children (LOSAWC)
Afghan Women Rights Organization (AWRO)	Legal and Education Organization for Women (LEOW)
Afghan Women Service and Education Organization (AWSE)	Mine Clearance Planning Agency (MCPA)
Afghanistan Human Rights Organization (AHRO)	Nijat Center
Afghanistan Legal and Social Development Organization	Organization for the Development of Afghan Community (ODAC)
Afghanistan Rehabilitation & Educational Programs (AREP)	Organization of Human Welfare (OHW)
Afghans for Afghanistan Development & Peace Organizations (AADPO)	Salam Organization for Afghanistan Rehabilitation (SOFAR)
Agency for Building a New Afghanistan (ABNA)	Sanayee Development Organization (SDO)
Agency for Farming Support (AFS)	Save the Environment Afghanistan (SEA)
Agency for Rehabilitation and Energy Conservation in Afghanistan (AREA)	Social Association for Women Welfare Organization (SWAWO)
Agency for Rehabilitation Assistance and Development of Afghanistan (ARADA)	Support of Afghan Women Organization (SAWO)
Agency of Consultancy for Training (ACT)	Supporting Organization for Poor Women and Children (SOPWC)
All Afghan Women Union Organization (AAWUO)	Technical Education and Skills Training (TEST)
Assistance and Save the Youth, Children and Women Organization (ASCYWO)	Training Human Rights Association (THRA)
Basic Education and Employable Skill Training (BEST)	United Medical Center for Afghans Rehabilitation Programs for Afghanistan (UMCA/RPA)
Baz Consultancy Unit for Rehabilitation of Afghanistan (BCURA)	Welfare Association for Development of Afghanistan (WADAN)

Since its founding, AfCAC has worked closely with other institutions in Afghanistan, including the MEC, the Asia Foundation, Tawanmandi Fund, and ISAF/Shafafiyat, among others. AfCAC is about to publish its research on the costs of corruption in Afghanistan and has promoted an anticorruption election pledge for presidential candidates. The coalition holds frequent press conferences and its officers appear on TV and radio programs. It publishes a newsletter, disseminates many anticorruption brochures, and conducts training workshops at universities, schools and district councils to spread greater public awareness about the costs of corruption and how to stand up for your rights.

### **CITIZENS LEGAL ADVOCATE OFFICE (CLAO)**

Grafted on to AfCAC is the Citizens Legal Advocate Office, which started off as a separate 4A project in the second year. The CLAO provides *pro bono* legal advice and service to victims of corruption. A



highly successful endeavor that was first launched by MSI in the former Soviet Union and has been rolled out to five countries, CLAO lawyers seek administrative resolution to solve their

clients' grievances rather than pursue the traditional route to the courts.

This usually results in rapid resolution and visible reforms to abusive procedures, especially when the corrupt transactions occurred in the provision of public services. When the CLAO lawyers present the citizen grievances to government managers directly, the “shame factor” has a very compelling impact on behavior.

The initial CLAO office in Afghanistan was implemented by the Afghan Independent Bar Association in 2012. After six months, their lawyers recorded 75 corruption complaints from citizens and resolved more than 61% of these in favor of the citizen (with rest pending resolution). In April 2013, a new grant was issued to implement the CLAO office and it was established as a unit of the AfCAC. In its first six months of operation, this CLAO registered 95 corruption complaints and resolved more than 66% in favor of the complainant (with the rest pending resolution) using the administrative resolution technique.

### **Here's a typical CLAO encounter.**

When a small business taxpayer went to pay his annual tax of 7,000 Afs, the tax officer in the Income Directorate of the Tax Department demanded an extra 5000 Afs. When the taxpayer refused to pay, the officer told him that he would not receive an official receipt. The taxpayer believed that complaining himself to a government office would be a waste of time. As a result, the taxpayer just paid the 12,000 Afs and obtained the tax receipt. However, the receipt only showed a payment of 5,000 Afs. He felt cheated.

Then he saw a CLAO poster and visited the office immediately, conveying his story to a lawyer. The lawyer accompanied the taxpayer to the tax office and demanded the money back. The tax officer claimed that he did not take any bribe. But the CLAO lawyer explained that unless he returned the money, he would refer the case to the Attorney General's Office and, if convicted, the officer would not only have to return the money, but would go to prison, lose his job and bring shame on himself.

The tax officer recanted, returned the bribe and promised not to take bribes in the future. In addition, the CLAO lawyer informed the tax officer's supervisor about his client's experience. The director promised to punish the officer and ensure greater oversight over his department. The CLAO's client was very happy to get his money back so quickly and to hear that corruption in the tax department would be curbed.

Most of the registered complaints are about corruption in the court system, followed by the Ministry of Education and the Ministry of Interior. By far, men register complaints more than women (84% versus 16%). Most citizens prefer to come to the CLAO to register their grievance (65%) rather than do it by phone (35%).

The CLAO raises public awareness about its services through workshops, public posters, brochures, complaint cards and social media. Collaborative work with USAID-funded AINA Media has extended CLAO's reach into the provinces and increased the size of its clientele.

Government ministries and parliament are also reaching out to CLAO to solicit its services to address citizens' complaints lodged with them.

## **PARLIAMENTARY ANTICORRUPTION CAUCUS (PACC)**

4A also worked closely with the newly created anticorruption caucus in the lower house of parliament or the *Wolesi Jirga*. Sixteen women members of the *Wolesi Jirga* currently constitute this caucus. 4A provided PACC with a parliamentary research assistant who conducted research and prepared briefing books on agenda items debated on the floor of the parliament. 4A and PACC's most notable work, however, was a successful outreach to the Herat Provincial Council and the Balkh Provincial Council, convincing them to create anticorruption commissions within their provincial assemblies. They also had meetings and conducted workshops with CSOs and university faculties in both provinces. The media coverage in both cases was extensive.

The 4A Project also organized a series of workshops to train the PACC members on a number of substantive issues that are important to parliament. In September 2013, 4A commissioned the American University of Afghanistan (AUAF) to conduct four all-day workshops on legislative oversight of the extractive industries, the role of parliament in curbing corruption, financial oversight, and global anticorruption efforts. These workshops broadened the knowledge of the caucus members and other parliamentarians from the Mining Commission and the Budget Commission, who found the meetings very useful.

4A also served as an interface between PACC and the Global Organization of Parliamentarians against Corruption (GOPAC) so that PACC may access the many benefits of GOPAC membership. The preliminary work for PACC to become the official country chapter of GOPAC, as well as the newest member of the South Asian Parliamentarians against Corruption (SAPAC), is already under way. 4A is pleased to note that the recently launched USAID project on *Assistance to the Legislative Bodies of Afghanistan (ALBA)* has agreed to follow up on these membership processes and will continue to provide PACC with technical assistance.





*Prof. Rod Monger of AUAF being assisted by 4A Senior AC Advisor Daud Omari on the final day of the 4-day workshop at the Int'l Women's Center of AUAF*



*One of the bi-weekly meetings between PACC and the 4A Project*



*4A/PACC Delegation's Meeting with Governor Sayed Fazlullah Wahedi of Herat.*



*4A Delegation's Meeting with the Ulema Council in Mazar-i-Sharif*



*4A/PACC's Meeting with the Vice Chancellor and Heads of Faculties of Balkh University, Mazar-i-Sharif*



*4A/PACC's Meeting with the Balkh Provincial Council*





*4A COP Shaukat Hassan Responding to Questions from the Balkh Media*

## **SUPPORTING THE INDEPENDENT JOINT ANTICORRUPTION MONITORING AND EVALUATION COMMITTEE (MEC)**

The 4A Project also provided technical support to the Independent Joint Anticorruption Monitoring and Evaluation Committee (MEC), established after the January 2010 London Conference on Afghanistan to identify opportunities for reform, set benchmarks to guide governmental action, and monitor GIROA's anticorruption efforts and results (Art. 23).

4A was frequently consulted by the two rotating chairmen of MEC on a variety of issues falling within MEC's scope. 4A trained, funded and seconded a three-member VCA team to MEC to conduct VCAs in four government ministries. VCA reports - that examined how universities conduct examination and issue certificates, the distribution of land to refugees, the appointment process at the IARCSC, and the disbursement of pensions - were completed by mid-October 2013. 4A also funded implementation workshops at these ministries in October and November to train ministry staff on how to implement the VCA recommendations for reform.

"With your support MEC was able to conduct five assessments in important areas such as civil service appointments, land distribution to displaced Afghans, and pension administration. The VCAs resulted in a series of recommendations, implementation plans, and indicators to measure progress, which MEC will continue to monitor.

Notably the assessments were almost exclusively completed by local staff in cooperation with Afghan government ministries. As a result, the legacy of the VCA project will not only be sustained through systemic changes in these important areas, but will also become evident as the VCA Team embarks on training other ministries in the VCA process as staff of MEC's Secretariat.

- *Drago Kos, Chair, Independent Joint Anticorruption Monitoring and Evaluation Committee, November 2, 2013*



## PUTTING THE MEDIA TO WORK AGAINST CORRUPTION

The 4A Project sought out the mass media's critical help in voicing public concerns about corruption and their desire for accountability, transparency and integrity in government and the public service. 4A signed an MoU with the Afghan Radio and Television Authority (RTA), through which it launched a nationwide anticorruption quiz competition between university, college and high school students. Over the course of a year, twelve 60 minute programs, taped in different provinces, tested the general knowledge of Afghan students on a variety of corruption-related issues, such as Afghan laws on corruption, Islam's teachings on corruption, the HOAC and its role in combating corruption and what role stakeholders must play to curb it. The television programs were re-broadcast on radio to reach a much greater national audience. Every show had a live audience of between 400-500 students from the competing schools, plus the teachers, parents and administrators from the province's Education Ministry. Most of the questions were taken from the Anticorruption Booklet that the 4A Project produced and the HOAC approved for the quiz. The quiz program, laced with music and songs by popular entertainers from the province where the quiz was held, was extremely popular and raised a lot of demand for similar productions in every province of Afghanistan.



*An RTA AC Quiz Competition in Production*



*The audience at an RTA AC Quiz Competition*



*Governor Abdul Basir Salangy applauding student competitors  
at the AC Quiz Program in the Province of Parwan*



*“The public needs to be educated on the advantages of good governance and participate in promoting it. The public itself bears a large share of responsibility for insisting on honesty and integrity in government. The public needs to learn (a) not to let anybody buy their vote, (b) not to pay bribes themselves, (c) to report incidents of corruption to the authorities, and (d) to teach their children the benefits of integrity and the disadvantages of corruption.”*

--Comment by a Student  
Contestant

*A hand written note passed to the 4A COP by a student during the quiz competition in Herat*

4A signed a second MoU with the Ariana Television Network (ATN) to produce and broadcast ten 60 minute segments on corruption in service delivery as part of its highly popular show, *Goftaniha*. Citizens who were victims of corruption or were unable to access government services without resorting to corrupt practices were asked to narrate their experiences on camera. These videos were then shown to officials of the implicated ministries who were invited to a roundtable discussion at the ATN studio. The officials were asked to explain their agencies' failings and state in public what action they will take to mitigate the difficulties faced by the public.

A second set of 10 segments was broadcast three months later where the ministry officials were invited back to the ATN studio to give an account of the promises made earlier. The end goal was to improve public services and alleviate the sufferings of the people. The show became highly popular, eliciting huge phone-in responses demanding action and integrity from the service delivery officials. It also drew the attention of the Finance Minister and the Mayor of Kabul who implored that their segments not be shown on TV; their requests were rejected by ATN. These shows were broadcast on ATN Radio as well.

The ten ministries and issues covered by the ATN series included:

1. Ministry of Finance (Kabul customs)
2. Kabul Municipality (construction permit, revenue generation)
3. Office of Attorney General, Anticorruption Unit (follow-up on corruption cases)
4. Ministry of Public Health (public health law; certification of private clinics; import of low-quality expired medicines)

5. Ministry of Interior (ID card and passport)
6. Ministry of Commerce (fuel and gas)
7. Ministry of Power (Kabul electricity, electricity bills)
8. Ministry of Higher Education (exams and certificates)
9. Ministry of Labor (pensions)
10. Ministry of Refugee (distribution of land for repatriates).

## CELEBRATION OF INTERNATIONAL ANTICORRUPTION DAY (IACD)

The 4A Project provided funding and material support to the High Office of Anticorruption to celebrate International Anticorruption Day (IACD) in December 2011. 4A also assisted the HOAC to develop and post anticorruption slogans in both national languages (Dari and Pashto) to mark the occasion. The event was attended by the President, the Chief Justice of the Supreme Court, cabinet ministers and other government representatives, ISAF, USAID and diplomatic dignitaries. Director General Lodin of the HOAC thanked the donor community, including MSI, for its help to the HOAC.

### Anticorruption slogans jointly developed by the HOAC and the 4A Project for IACD 2011

- *The prophet Mohammad (Peace be upon him) damned both bribe takers and bribe givers.*
- *Afghans have a national and Islamic duty to fight corruption.*
- *Dear fellow citizens! Let's be committed to fight against corruption.*
- *Dear Compatriots! Let's eliminate administrative corruption and adopt the rule of law.*
- *Corruption is a significant obstacle against rehabilitation of Afghanistan.*
- *The High Office of Anticorruption needs help from citizens to prevent administrative corruption.*
- *Administrative corruption slows down progress.*
- *Reduction of discretionary authority is essential to fight corruption.*
- *Repetition of administrative offenses must be punished.*
- *Lack of a merit-based government is an important cause of corruption.*
- *Administrative corruption slows down development and improvement of Afghanistan.*
- *Fighting against corruption requires national will and energy.*





*4A and AfCAC jointly organized IACD 2012 with AfCAC Board member Gulssoom Satarzai, 4A COP Shaukat Hassan, US Ambassador Stephen McFarland, UNDP Representative Gary Collins and AfCAC Board Member Eng. Abdul Rahim Sattar as the panelists.*



*Lively discussion at the IACD 2012 event between USAID, AfCAC and 4A participants*

# MEETING THE CHALLENGES

## SECURITY AND LOGISTICS

The 4A Project was launched in a difficult political and security environment that required the project to revise its objectives within a few months of its inception. The project's original intention was to conduct anticorruption programming both in the capital city of Kabul as well as in the provinces, but the continually deteriorating security situation forced re-thinking of this on the part of USAID. MSI was advised to postpone its plan to initiate anticorruption programming in the provinces and to concentrate its work in Kabul instead. While 4A's CSO partners conducted some anticorruption activities in different provinces as a part of their outreach and awareness work, it was not until the final year that USAID approved a work plan for 4A that allowed the project's staff to visit other provinces in pursuit of scaling up effective activities in the provinces.

The project also faced critical logistical challenges that deterred programmatic work in the provinces. There were at least two reasons for project staff to travel to the provinces: first, to monitor the activities of grantees and, second, for 4A staff to implement projects themselves in the provinces. For example, 4A had commissioned the RTA to conduct ten anticorruption quiz competitions in ten provinces and it was expected that project staff would be able to monitor each one of them.

While RTA's work in these provinces was facilitated by its provincial stations with their pre-existing security and logistical setups, the same was not true for the 4A project. 4A staff could not attend these programs because of serious security concerns. The only exceptions were its ability to monitor the production of the quiz shows in Jalalabad (Nangarhar province) and Chaharikar (Parwan province) because of their proximity to Kabul City and an acceptable level of security that allowed two separate day trips. Quality assurance, therefore, was done through an analysis of the videotape of the program, from comments received from the live audience, and from feedback received from television viewers and radio listeners after each show.

4A was requested by the Deputy Director General of RTA to expand the AC Quiz Program to cover the remaining twenty-four provinces of Afghanistan because of the quiz show's ability to galvanize students and teachers into initiating anticorruption activities themselves, and because of the huge popularity of the show. But, the RTA production staff itself was deterred by the costs of producing the shows in far-flung provinces and the insecurities involved in transporting television production equipment by road. 4A, regrettably, could not fulfill the Deputy Director General's request.

The security situation was deemed to have improved enough towards the middle of the third year of the project to allow 4A to reconsider direct programmatic engagement in the provinces. It was therefore possible to fulfill the request of the parliamentary members of PACC to reach out to several provinces, to confer with the provincial councils and help them establish anticorruption commissions. The 4A delegation that included PACC and AfCAC members was able to visit Herat and Balkh in July and August 2013 respectively, to launch PACC's initiative to strengthen the anticorruption capacities of their provincial counterparts.

However, the project continued to face difficulties, some of which were beyond its control. The visit that was scheduled for the province of Bamiyan, where plans for meetings and anticorruption workshops with the governor's office, provincial council and Bamiyan University were already confirmed, had to be canceled because of unavailability of air tickets during the scheduled period. There is only one commercial airline that flies to Bamiyan. The alternative plan of trying to reach Bamiyan by road was deemed to pose excessive security risks.

## **INSTITUTIONAL CHALLENGES**

Other challenges of a different sort emerged in working with 4A's principal beneficiary, the High Office of Anticorruption. The skills and capacities of much of the HOAC staff in anticorruption issues were very weak. An important reason for this relates to the lack of merit-based recruitment of the staff. The 4A Project had to start from very basic levels to support strengthening the staff's technical capabilities. Several international experts were brought to the HOAC to consult on issues and begin the technical strengthening process, but the low capacity of its staff resulted in slow progress.

As well, the HOAC's organizational structure was lacking. Its staffing, distribution and balance were not aligned with its mandated tasks, and staff distribution was not conducive with its job requirements. Moreover, the absence of appropriate policies, strategies, operating procedures and guidance was holding back the HOAC from discharging its responsibilities properly.

The 4A Project addressed all of the above issues. It changed its initial top-down strategy with an effective bottom-up strategy. It devoted less time to top level meetings and much more time with mid-level management and lower level staff of the directorates that the project was helping. 4A sought to engage the HOAC staff to get the work done. Line managers, supervisors and their staff were willing and ready to work on their individual responsibilities and produce results that they then "owned." The net result was that management acknowledged the labor and results of their staff.

As stated earlier in this report, 4A worked with managers, supervisors and their staff to revise their job descriptions, drafted new policies, strategies and operating procedures in active consultation with the staff, and assisted them in ways that not only rationalized their work but also brought a sense of accomplishment. They became the project's allies.

An important area of activity that the 4A Project was unable to achieve positive results in was asset verification work. 4A provided the HOAC with the wherewithal necessary to conduct asset verification – facilitating a partnership with FinTRACA, including training on encryption and decryption technology, drafting MoUs with implicated ministries, and providing software and hardware. But despite the acquisition of these required capacities, HOAC decided not to actively pursue asset verification of government officials and public servants because of its sensitive political nature.

# THE LASTING IMPACTS OF THE 4A PROJECT

## THE HOAC

The 4A Project has turned the High Office of Anticorruption from a struggling shell of a government bureau to a capable and potentially effective corruption fighting organization. This is certainly true in the case of those directorates that received USAID/4A's assistance and collaboration. The Policy and Planning directorate now has the appropriate policies, strategies and procedures in place. It also has drafts of all the essential MoUs that it needs, as well as a draft of whistleblower protection legislation that it needed. Its staff now has the capacity to conduct monitoring and evaluation of HOAC's work.

The entire staff, including the Director of the Corruption Prevention directorate was trained by 4A on how to conduct vulnerability to corruption assessments (VCA). The directorate, to its credit, has already completed VCAs in several government ministries and has drawn up a list of future VCA work based on public complaints received by the HOAC. It is also setting up anticorruption units (ACUs) in government offices modeled on the ACU established in the Ministry of Public Health by the 4A Project.

The Complaint Management and Case Tracking directorates are now fully operational and pursuing their mandate vigorously. 4A has trained the directorates' staff on how to register and process complaints, interview complainants, and track progress in complaint resolution. The necessary forms, the IT facility to register complaints online, record keeping and monitoring, and all other related requirements have been supported by USAID/4A.

The Asset Registration and Verification directorate is also fully functional. Its staff was trained by 4A to conduct asset registration workshops, which the directorate is continuing to conduct for provincial government offices. 4A has also provided them with an asset registration training DVD in Dari and Pashto for use overseas and in regions within the country that the HOAC will not visit for budgetary reasons. An online asset registration facility has also been developed for the HOAC.

In short, the 4A Project has paved the way for the HOAC to deliver on its mandate. While several other donors have also provided specific assistance to the HOAC, much of the credit for HOAC's overall capacity and functionality belongs to USAID's generous support.

## A WIDER RESONANCE AND ROLE OF PACC

The USAID/4A Project's contribution to combating corruption in Afghanistan has been felt beyond the realm of government agencies. Its assistance to stand up the fledgling anticorruption caucus in the *Wolesi Jirga* has resulted in a strong and articulate parliamentary grouping that is being sought after by other parliamentarians for membership.

PACC's influence belies its current relatively small size. Its strategy to spread its anticorruption work to provincial stakeholders and build partnerships with provincial councils resonates throughout the country. As members of PACC carry their anticorruption messages to their respective regions, their provincial councils are requesting PACC's help to set up anticorruption



commissions to carry on the fight within their provinces. For example, the Balkh provincial council is in the process of setting up such a commission and its speaker has publicly stated that it intends to outperform other provincial councils in the fight against corruption. The most recent request for assistance has come from the Bamiyan provincial council, which has invited PACC and 4A to come to Bamiyan and share their anticorruption work, experiences and ideas with them.

These scaling-up outcomes with potentially huge impacts throughout society are not lost on the donor community either. As the USAID/4A Project completes its three-year mandate in mid-November 2013, another recently launched USAID project, the *Assistance to the Legislative Bodies of Afghanistan (ALBA)*, has stepped in to continue support to the PACC. 4A has hosted several meetings between ALBA and PACC, and ALBA has confirmed its intention to help PACC pursue its work plan, including the trip to Bamiyan to assist the Bamiyan provincial council and the governor's office.

### **CIVIL SOCIETY CONSOLIDATION AND AfCAC**

The Afghan Coalition against Corruption (AfCAC) is another major beneficiary of USAID's support. 4A's strategy to promote an anticorruption coalition among Afghan CSOs to unite their efforts and to make this coalition the principal driver behind the anticorruption movement in the country, led to the creation of AfCAC, which has proven to be a major success. Today, AfCAC boasts sixty-six registered members from all across the country, with expressions of interest to join from other CSOs. Its mandate, vision, mission and inclusive approach have attracted not only CSOs and NGOs from every sector, but also parliamentarians, a governor, academics, students, youth, media people, members of the *ulema*, and individual citizens concerned about how pervasive corruption is throughout the country.

AfCAC is now an officially registered NGO and several government ministries and agencies, including the High Office of Anticorruption, have expressed their desire to sign MoUs with it so that they may develop joint anticorruption strategies and work programs. Other donors and implementing partners, including ISAF/Shafafiyat, Counterpart International and AINA Media, regularly seek AfCAC's advice and assistance in furthering their anticorruption agenda. As donor money and presence diminish in the coming months, civil society organizations already realize the importance of coming together in common cause to combat corruption, and AfCAC increasingly appears to be the leading resource. As AfCAC actively disseminates its anticorruption messages, pursues wide ownership and inclusiveness, and promotes partnerships across all sectors and with like-minded non-state and state bodies, its potential impact on Afghan society is rapidly emerging.

### **IMMEDIATE RESULTS FROM CLAO's WORK**

The Citizen's Legal Advocate Office (CLAO), which was also promoted by the 4A Project, continues to bring positive and visible outcomes and impacts. Afghan citizens without money, power or influence, and who are victims of corruption, had few outlets to seek recourse to justice until now. The *pro bono* legal service providers at CLAO have brought satisfaction and smiles to the faces of their clients, who have praised CLAO for providing them protection from the greed of unscrupulous public servants, for recouping the bribes they had paid, and for helping them surmount their difficulties with government officials. CLAO is now an important component of

AfCAC, and is actively advertising its anticorruption services through public outreach strategies, including social media, such as Facebook and Twitter.

### **SUCCESSFUL AWARENESS RAISING BY 4A's GRANTEES AND MEDIA PARTNERS**

The work of 4A's grantees to build awareness among the public about how corruption is undermining the moral fabric of the Afghan society has been important and promises to be lasting. The essay writing and cartoon drawing competitions, and the debates, dramas, discussions and dialogues are just some of the channels through which 4A's grantees have alerted the Afghan society to the need for immediate remedial measures to restore its values and beliefs. The distribution of backpacks to students and coffee mugs to their teachers with anticorruption messages from the Holy Quran, the Afghan Constitution and laws inscribed on them is a daily reminder of their social obligations and civic responsibilities.

4A's partners in the media – RTA and ATN – have done no less. The anticorruption quiz competitions have galvanized students, and through them their teachers and parents, into questioning the current state of affairs and challenging each other to fight corruption within their own domains. RTA TV's re-broadcast of its anticorruption quiz programs through RTA Radio has reached millions more, generating strong demand to continue with this knowledge-building program. The ATN's anticorruption segments in its *Goftaniha* program that investigated and publicized the plight of the public trying to access government services have put the implicated government offices on notice, with demands on their senior officials to account for their failings and to commit to urgent corrective action. This has led to greater awareness and acknowledgement of corruption within government ministries and to corrective measures, and in some cases, to remedial staffing action.

The battle to eliminate corruption is necessarily a long one, but the USAID/4A Project can claim to have laid down some modest but important foundations to put that endeavor on a sustainable track.

# LESSONS LEARNED

Lessons learned are important additions to the compendium of knowledge acquired by development projects worldwide. A number of important lessons were learned by the USAID/4A Project as it carried out its mandated work.

## **1. THE SECURITY ENVIRONMENT MUST BE RECKONED WITH**

The 4A Project was originally designed to be implemented in Kabul and the provinces, but realities of the security situation quickly caused a change in project design. The project's work plan had to be revised and planned resources shifted. Initially, this caused dissatisfaction among some members of the newly recruited staff because of a letdown in expectations, but the project's realignment proved effective and opportunities to scale-up the project to the provinces were pursued in the third year.

## **2. POLITICAL CONSIDERATIONS MUST BE FACTORED**

When designing, implementing and enforcing anticorruption procedures, political sensitivities can become prominent, especially in such fragile states as Afghanistan. Donor-sponsored programs need to carefully survey the implementation environment to factor these sensitivities into the development of work plans to avoid delays or rejection.

## **3. WILLINGNESS TO MAKE COURSE CORRECTION IS IMPORTANT**

The 4A Project initially adopted a top-down approach in its work with the High Office of Anticorruption. But for various reasons, this resulted in many delays and standstills in the planned timetable. We experimented with a bottom-up approach, changing our point of entry into the HOAC. By working more closely with mid-level managers and their staff to strengthen their capacities, it was possible to more clearly demonstrate to upper level decision makers the benefits of these improvements. This shift in strategy proved invaluable to the success of 4A's engagement with the HOAC. More mandated tasks moved through the pipeline and got approved than initially was the case.

## **4. EARLY ASSESSMENTS OF BENEFICIARY'S INTERESTS CAN HELP PRIORITIZE PROJECT ACTIVITIES**

It is very important for projects to conduct early assessments of the beneficiary organization's interest in particular project initiatives, as well as its resources and absorptive capacity to handle these activities. A case in point involves the project's efforts to strengthen HOAC's asset verification capabilities, which, as it turned out, the High Office was not very interested in upgrading. In contrast, 4A's efforts to build the HOAC's abilities to conduct vulnerability to corruption assessments were extremely well received and our training efforts yielded a very capable VCA team that has applied the new methodology in several ministries.

## **5. BALANCING PROJECT STAFFING PRIORITIES**

Staffing plans for donor-supported projects often place high priority on recruiting local experts so that experienced personnel can continue to provide support after the project ends. In the case of the 4A Project, it was difficult to find Afghan specialists in certain technical areas, but it was felt that smart local personnel could readily learn the skill sets needed. While this ultimately was the case, it greatly extended the timeframe allocated to conduct this work. More efficient operations would have been achieved if expatriate experts had been used.

## **6. VARIANCES IN DONOR POLICY AND LOCAL CUSTOMS**

Building awareness about corruption and applying every tool available to translate that awareness into concrete action was a part of 4A's strategy. The project reached out to all stakeholders interested in confronting corruption. One such stakeholder was the *ulema* who regularly vocalized their concerns about how corruption was eating away at the moral and ethical values of the Afghan society. They appeared ready and willing to join others to reverse this burgeoning situation. Sensing a wonderful opportunity here to utilize a very powerful presence and voice in the Afghan society, 4A developed a joint strategy with the HOAC to hold meetings with members of the *ulema* during the Muslim holy month of Ramadan, and to solicit their help in spreading the anticorruption message through their sermons. The HOAC and 4A agreed that anticorruption sermons in the mosques from such a powerful force in society during the month of Ramadan would carry special significance and import. However, because of USG policy prohibitions on promoting particular religions, this planned activity had to be abandoned. The project was never able to use the *ulema* directly as a 'force multiplier' in its anticorruption work, which it believes could have resulted in significant additional impact.

## **7. BUILDING AND CONSOLIDATING CROSSWALKS BETWEEN 'SILOED' ACTIVITIES CAN BE A WINNING STRATEGY**

The 4A Project launched important anticorruption endeavors with several stakeholders, namely, the lower house of parliament, civil society groups and the mass media. Each held great promise in its own milieu of operation, but the 4A Project also recognized early on the huge potential for positive impact if there was consolidation of, and linkage between, these diverse tracks of work.

The project held joint meetings with these stakeholders, promoted regular exchanges of information and joint work between them, and even facilitated a common physical location for several of them so that there might be active ongoing interaction, strategizing and work planning among them. The result was the deliberate location of AfCAC, PACC and CLAO in the same building, where AfCAC could regularly consult with PACC to seek assistance in parliament on issues such as the anticorruption law and the access to information law, and PACC could access the AfCAC library and other resources as needed. The 4A Project also facilitated regular meetings and collaboration between the USAID-funded AINA Media and AfCAC and PACC. This joining of minds and efforts, and the camaraderie emerging from it, augur well for a future united civil society, parliamentary and media effort to combat corruption.

The USAID/4A's push for collaborative work also extended to working with the Independent Joint Anticorruption Monitoring and Evaluation Committee (MEC) on conducting vulnerability to corruption assessments in four ministries, as well as following up with workshops to promote



implementation of the VCA reports' recommendations. 4A also worked very closely with the American University of Afghanistan (AUAF), recognizing very early the dual benefit of employing AUAF's expertise and advisory services in the fight against corruption and, at the same time, strengthening AUAF's own role in building up the knowledge base and the future leadership of Afghanistan.

## **8. CONSULT WITH OTHER DONORS, IMPLEMENTING PARTNERS AND LOCAL NGOS TO PRODUCE MEANINGFUL CONTRIBUTIONS FOR THE HOST COUNTRY**

Throughout the USAID/4A Project, regular consultations and information exchange were carried out with other international and local anticorruption actors. 4A was a founding member of the Afghan Civil Society Support Program Forum (ACSSPF) which was launched by seven implementing partners (USIP, AKF, OSA, CI, Tawanmandi, TAF and MSI) to coordinate their work, stay informed and learn from each other, minimize duplication of efforts, leverage ongoing initiatives, strategize new ventures, and test new ideas. This was another example of 4A's efforts to build linkages and create synergy in the anticorruption effort in Afghanistan. This coordinating body met quarterly under rotating chairmanship, and managed to avoid competition in niche areas while assisting each other with constructive criticism and innovative ideas on programming. The net effect was to maximize external contribution, broaden the areas of intervention and increase the potential impact, to the benefit of the Afghan people.

## 4A PROJECT PARTNERS



انجمن مستقل وکلای مدافع افغانستان



د افغانستان د مدافع وکیلانو خپلواکه ټولنه

Afghan Independent Bar Association



د افغانستان ملي راډیو ټلوېزیون



Ariana Television Network  
A Window for a Better Tomorrow



# ANNEX – PERFORMANCE INDICATORS – YEAR 3

## 4A Project Performance Indicators: FY 2013 (October 1, 2012 – November 15, 2013)

Definition & Unit of Measure	Baseline and Targets	Year 3 Results	Outcome
<b>Objective 1. Planning for institutional development and sustainability of HOO</b>			
<b>1. Institutional development benchmarks for the HOO are achieved that seek to promote a sustainable organization</b>			
<b>Definition:</b> Development, approval and implementation of institutional development (ID) mechanisms, such as a Strategic Plan and Human Resources Assessment <b>Unit:</b> Number of ID mechanisms produced and implemented; number of recommendations implemented	Baseline: 0 Yr 1 Target: 2 ID mechanisms conducted and approved and implementation of 20% of recommendations initiated Yr 2 Target: 2 ID mechanisms conducted Yr 3 Target: 3 ID mechanisms implemented	16 mechanisms implemented; one mechanism pending	Target significantly exceeded
Mechanisms: (1) Revision and Updating of Job Descriptions of all HOO staff both in Central Office and Regional Offices completed; (2) Every dept. of HOO trained to conduct job analysis and redesigning; (3) A new Recruitment and Selection Policy in place; (4) A new Employee's Attendance Management Policy in place; (5) A new Policy on Harassment and Violence Free Workplace in place; (6) A new Policy on Anti-Tobacco, Alcohol and Narcotics Use instituted; (7) A Standard Operating Procedure for Capacity Building in place; (8) A Standard Operating Procedure for Employee's Performance Appraisal instituted; (9) Employee ID Card Distribution Policy and Procedure in place; (10) Standard Contract Templates to recruit for Grade 7 and 8 support staff developed; (11) Standard Contract Template for technical staff designed; (12) Contract Template for hiring of Advisors designed; (13) All new Policies distributed to all 14 Central and Regional Directorates and Independent Sections with official letter explaining the policies; (14) HOO's Attendance Officer and Attendance Clerk trained on how to input into computer attendance and leave data in order to track employee leave; (15) Excel database and guideline to update the database on books checked out and returned developed for HOO Library; (16) On-line Asset Registration feature uploaded onto HOO webpage; (17) Draft Whistleblower's Protection Legislation (WPL) submitted to HOO (pending implementation)			
<b>Objective 2. Support HOO in carrying out responsibilities in priority areas</b>			
<b>2. Number of Ministers and other officials that submit asset registrations as required by law</b>			
<b>Definition:</b> The number of Ministers and other identified target groups of public officials that were notified to register by the HOO and that have filed asset registrations <b>Unit:</b> Number and percent	Baseline: 0 notified and 1900 registered Yr 1 Target: 20% of 5000 notified and 2100 new registrations Yr 2 Target: 30% of 5000 notified and 600 new registrations Yr 3 Target: Indicator suspended as project no longer supports this HOO function	No reliable data available (Project did not support this HOO function in Year 3)	Not applicable
<b>3. Number of asset registrations that are verified by HOO.</b>			

<b>Definition:</b> A sample of asset registry submissions that meet/pass compliance requirements <b>Unit:</b> Number	Baseline: 0 Yr 1 Target: 2% sample of declarations registered that year Yr 2 Target: 5% sample of declarations registered that year Yr 3 Target: Indicator suspended as project no longer supports this HOO function	No reliable data available: conflicting data submitted by Database Manager, Director of ARVD and the DDG (Project did not support this HOO function in Year 3)	Not applicable
<b>4. Number of Ministries and/or other government agencies/offices that submit acceptable anticorruption strategies/action plans with HOO</b>			
<b>Definition:</b> The number of ministries that complete acceptable anticorruption strategies based on HOO (and project) criteria <b>Unit:</b> Number of strategies approved by HOO	Baseline: 0 Yr 1 Target: 5 Yr 2 Target: 45 Yr 3 Target: 40	Data not available (HOO did not share data with Project in Year 3)	Unknown
<b>5. Number of government institutions with which the HOO has signed and implemented inter- institutional protocols</b>			
<b>Definition:</b> The number of government institutions that draft, sign and implement Memoranda of Understanding with the HOO to share information, coordinate activities, provide expert guidance, etc., for example <b>Unit:</b> Number of MoUs	Baseline: 2 (MoI and FIU) Yr 1 Target: Additional 2 MOUs (for example, with MCTF, SIU, AGO, COA, Civil Society Forum) Yr 2 Target: Additional 4MOUs Yr 3 Target: Additional 3 MOUs	3 MOUs signed with Ministry of Education; Ministry of Higher Education; and Ministry of Hajj and Islamic Affairs	Target achieved
<b>Objective 4. Assist HOO to successfully publicize its work, improve perceptions and engage stakeholders</b>			
<b>6. Percentage of Afghans who report knowledge of HOO and its activities (disaggregated by gender and age)</b>			
<b>Definition:</b> The number of Afghans who are aware of HOO, its purpose and have knowledge of how to file complaints <b>Unit:</b> Percent	Baseline: no available measurement Yr 1 Target: Additional 10% Yr 2 Target: 75% Yr 3 Target: Indicator suspended as project no longer supports this HOO function	No new information available in FY 2013 (Project did not support this HOO function in Year 3)	Not applicable
<b>7. Percentage of Afghans who evaluate the HOO and its work positively (disaggregated by gender &amp; age)</b>			
<b>Definition:</b> The number of Afghans who have a favorable impression of the effectiveness of HOO <b>Unit:</b> Percent	Baseline: no available measurement Yr 1 Target: Additional 5% Yr 2 Target: 75% Yr 3 Target: Indicator suspended as project no longer supports this HOO function	No new information available in FY 2013 (Project did not support this HOO function in Year 3)	Not applicable
<b>8. Number of anti-corruption reform initiatives developed and/or implemented jointly with civil society and/or private sector stakeholders.</b>			



<b>Definition:</b> The number of anticorruption reform initiatives jointly undertaken by civil society organizations (for example, dialogues, joint public awareness programs, other outreach activities) <b>Unit:</b> Number, by type of initiatives	Baseline: 0 Yr 1 Target: 3 initiatives Yr 2 Target: 25 initiatives Yr 3 Target: 25 initiatives	17 major initiatives through 7 partners – RTA TV, RTA Radio, ATN, AfCAC, CLAO, MEC and PACC – amounting to scores of discrete activities	Target achieved
<p>Examples of Initiatives: (1) RTA/TV produced and broadcast 12 Anticorruption Quiz Programs in twelve provinces; (2) RTA/ Radio broadcast 10 anti-corruption quiz shows to reach larger rural audience; (3) ATN broadcast 10 programs on the quality of public service to its citizens on its Gofianha program (4) ATN distributed over 2000 copies of AC Booklet to students in 12 provinces; (4) Project's grantees distributed over a 1000 copies of the AC Booklet to their members and clients; (5) AfCAC conducted a total of 19 workshops in 2013; there were 508 participants; 200 females and 308 males; (6) AfCAC published 5 newsletters on their anti-corruption activities and distributed 5000 copies to the public; (7) AfCAC serviced 7711 visitors who used its Resource Center (RC); (8) AfCAC's RC made available 703 books to the public; (9) AfCAC attracted 27 additional CSO members, secured official registration and certificate and sought sustainability funding; (10) AfCAC/CLAO signed a MoU with the AIHRC; another MoU with the HOO is currently under review by the HOO; (11) AfCAC conducted three press conferences with two press releases on their AC activities; (12) AfCAC developed an AC Election Pledge to be signed by all presidential candidates; (13) AfCAC had meetings with multiple potential partners – governors, MPs, Ulema, academics, govt officials, CSOs/NGOs, IPs – to discuss joint action on anticorruption; (14) AfCAC trained scores of CSOs/ NGOs in Herat, Balkh and Bamiyan on AC; (15) AfCAC conducted outreach campaign through the media: TOLO TV, Kilid Radio, BBC, RTA and Maiwand TV; (16) AfCAC participated in all Civil Society Joint Working meetings leading to the Senior Officials Meeting last July; (17) CLAO processed 95 cases with 63 cases solved successfully so far; etc.</p>			
<b>US Foreign Assistance Framework and Additional Indicators</b>			
<b>9. Number of anti-corruption measures implemented</b>			
<b>Definition:</b> The number of reforms, procedural changes, and laws that are implemented and are meant to reduce corruption (that is, any law, regulation, decree or government procedure that is implemented during the year that explicitly indicates that its purpose is to reduce corruption) <b>Unit:</b> Number	Baseline: 0 Yr 1 Target: 10 Yr 2 Target: 10 Yr 3 Target: 10	21	Target exceeded

<p>(1) HOO signed MOUs with three ministries for collaborative work on anticorruption; (2) On-line asset registration feature uploaded onto HOO website; (3) the Int'l Anticorruption Day was organized to inform citizens of their rights and obligations; (4) AfCAC is working with the Independent Election Commission (IEC) to minimize the election fraud; (5) the Project's VCA team completed 5 VCA reports in four ministries; (6) the VCA team completed five VCA Implementation Workshops to train ministry staff to implement the recommendations in the VCA reports; (7) PACC and 4A jointly conducted AC workshop in the Herat Provincial Council (PC); (8) PACC and 4A jointly conducted AC workshop in the Balkh PC; (9) Herat PC approved the setting up of an AC Commission; (10) Balkh PC approved the setting up of an AC Commission; (11) PACC members underwent AC training at the AUAF; etc.</p>				
<b>10. Number of government officials receiving USG-supported AC training (Disaggregated by gender)</b>				
<b>Definition:</b> The number of government officials participating in all training provided by the 4A project <b>Unit:</b> Number	Baseline: 0 Yr 1 Target: 100 Yr 2 Target: 200 Yr 3 Target: 200	Training workshops at HOO on Job analysis and drafting of TOR (190 officials); VCA Implementation Workshops in 4 ministries (290)	<b>480</b>	<b>Target exceeded</b>
<b>11. Number of mechanisms for external oversight of public resource use supported by USG assistance implemented</b>				
<b>Definition:</b> The number of external oversight mechanisms supported by the 4A project <b>Unit:</b> Number	Baseline: 0 Yr 1 Target: 1 Yr 2 Target: 2 Yr 3 Target: 4	On-line Asset Registration mechanism; CLAO; PACC; AfCAC; Anti-Corruption Unit in ministries; two AC Commissions in Herat PC and Balkh PC with civil society representation; student monitoring as result of anticorruption training; general public monitoring as result of	<b>9</b>	<b>Target exceeded</b>
<b>12. Number of civil society organizations receiving USG assistance engaged in advocacy interventions</b>				
<b>Definition:</b> The number of CSOs supported by 4A Project that are engaged in anti-corruption advocacy and education <b>Unit:</b> Number	Baseline: 0 Yr 1 Target: 4 Yr 2 Target: 5 Yr 3 Target: 5	Strategy included funding ANCB through which AfCAC and CLAO pursued tasks of public education, advocacy for AC goals, and assisting corruption victims; funding PACC to promote AC work in provincial	<b>5</b>	<b>Target achieved</b>